

AMENDED IN SENATE MAY 6, 2008  
AMENDED IN SENATE APRIL 23, 2008  
AMENDED IN SENATE APRIL 1, 2008

**SENATE BILL**

**No. 1629**

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**Introduced by Senator Steinberg**  
**(Principal coauthor: Senator Romero)**  
(Principal coauthor: Assembly Member Jones)  
(Coauthors: Assembly Members Arambula, Huffman, Laird, and Nunez)

February 22, 2008

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An act to add Article 14.5 (commencing with Section 8300) to Chapter 2 of Part 6 of Division 1 of Title 1 of the Education Code, relating to state preschool programs.

LEGISLATIVE COUNSEL'S DIGEST

SB 1629, as amended, Steinberg. State preschool programs: Early Learning Quality Improvement System Commission.

Existing law requires the Superintendent of Public Instruction to administer state preschool programs, including part-day and preschool appropriate programs for prekindergarten children 3 to 5 years of age, inclusive, in educational development, health services, social services, nutritional services, parent education and participation, evaluation, and staff development.

This bill would establish the Early Learning Quality Improvement System Commission to develop a framework for improving program quality and a graduated funding framework that identifies necessary resources. The commission would consist of 22 members. The commission would be required to develop the policy and plan for an Early Learning Quality Improvement System, and would be required

to submit a report on its recommendations to the Legislature and the Governor by December 31, 2009. The bill would require the State Department of Education to provide staff to support the commission, and would require the Superintendent to apply to the California Children and Families Commission for funding to cover costs. The bill would specify that the Early Learning Quality Improvement System may be phased in at the discretion of the Legislature as funds are made available. The bill would become operative only if AB 2759 of the 2008–09 Regular Session of the Legislature is enacted and becomes effective on or before January 1, 2009.

Vote: majority. Appropriation: no. Fiscal committee: yes.  
State-mandated local program: no.

*The people of the State of California do enact as follows:*

- 1     SECTION 1. The Legislature finds and declares all of the  
2     following:  
3     ~~(a) Learning begins at the earliest stages of life and research~~  
4     (a) *Research shows that experiences in the earliest stages of*  
5     *life play a critical role in the ability of a child to grow up healthy*  
6     *and ready to learn.*  
7     (b) *Research shows that preschool is a proven investment in*  
8     *the academic success of children and their success later in life. A*  
9     *high-quality preschool system would benefit California children,*  
10    *the state's systems of public and higher education, its families and*  
11    *students, and its economy overall.*  
12    ~~(b)~~  
13    (c) *Effective preschool provides eager young learners with early*  
14    *academic and social skills that prepare them for later learning.*  
15    *Developing these skills requires developmentally appropriate,*  
16    *intentional instruction from skilled teachers who build on the*  
17    *earlier learning experiences of a child and support the development*  
18    *of the whole child.*  
19    (d) *California has a long history, dating back to the end of*  
20    *World War II, of the State Department of Education providing*  
21    *preschool and child development programs.*  
22    ~~(e)~~  
23    (e) *Unfortunately, too many children are turned away from*  
24    *preschool, and the children who lack access to preschool are*  
25    *disproportionately children of color, children whose home language*

1 is not English, and children whose parents did not graduate from  
2 high school. Research has shown that only one-half of all eligible  
3 children in California are enrolled in a state preschool or the federal  
4 Head Start program.

5 ~~(d) Currently, California's preschool programs consist of both~~  
6 ~~state and federally funded programs for the provision of part-day~~  
7 ~~and full-day preschool and child care.~~

8 ~~(e)~~

9 ~~(f) According to the National Institute of Early Education~~  
10 ~~Research, California's state preschool programs meet only four of~~  
11 ~~10 benchmarks for quality preschool. A vast body of research~~  
12 ~~shows that only high-quality preschool results in the child outcomes~~  
13 ~~and cost benefits widely attributed to preschool.~~

14 ~~(f) The myriad of state child development programs that serve~~  
15 ~~children 3 to 5 years of age, inclusive, are unnecessarily complex;~~  
16 ~~programs are not rewarded or given enough support to achieve the~~  
17 ~~high-quality learning environments that our most disadvantaged~~  
18 ~~children need and deserve.~~

19 ~~(g) In order to take full advantage of the integral role that a~~  
20 ~~quality preschool system plays in helping prepare children for~~  
21 ~~school, which would benefit the state's most vulnerable pupils and~~  
22 ~~children from low-income families, including English language~~  
23 ~~learners, California must create a more coherent and efficient~~  
24 ~~publicly funded preschool program and lay the groundwork for~~  
25 ~~high quality. Consolidating and streamlining the state's preschool~~  
26 ~~program within existing revenues and expenditures and creating~~  
27 ~~a system that rewards programs that provide higher quality learning~~  
28 ~~environments would greatly increase California's ability to bridge~~  
29 ~~the achievement gap.~~

30 ~~(h)~~

31 ~~(g) Making the necessary investments to expand the state's~~  
32 ~~preschool system while the state faces a budget shortfall will be~~  
33 ~~difficult, but important steps can be taken now to put in place the~~  
34 ~~framework for a high-quality ~~prekindergarten~~ preschool system~~  
35 ~~upon which future expansion can be built.~~

36 SEC. 2. It is the intent of the Legislature to establish the Early  
37 Learning Quality Improvement System Commission to develop a  
38 framework for improving program quality and a graduated funding  
39 framework that identifies the necessary resources for programs to  
40 achieve and maintain higher quality, and the support and

1 opportunity for teachers to reach higher levels of education. *The*  
2 *graduated funding framework shall promote the preservation of*  
3 *existing State Department of Education child care and development*  
4 *programs. Throughout its work, the commission shall consider*  
5 *how to support high-quality early learning experiences for children*  
6 *from birth to five years of age, including existing State Department*  
7 *of Education child care and development programs.*

8 SEC. 3. Article 14.5 (commencing with Section 8300) is added  
9 to Chapter 2 of Part 6 of Division 1 of Title 1 of the Education  
10 Code, to read:

11  
12 Article 14.5. Early Learning Quality Improvement System  
13 Commission  
14

15 8300. (a) The Early Learning Quality Improvement System  
16 Commission is hereby established in the state government. The  
17 commission shall consist of ~~18~~ 22 members as follows:

18 (1) The Superintendent of Public Instruction, who shall chair  
19 and convene the commission, or his or her designee.

20 (2) The Secretary of Education or his or her designee.

21 (3) The President pro Tempore of the Senate or his or her  
22 designee.

23 (4) The Speaker of the Assembly or his or her designee.

24 (5) The Chairperson of the California Children and Families  
25 Commission or his or her designee.

26 (6) The President of the University of California or his or her  
27 designee.

28 (7) The Chancellor of the California State University or his or  
29 her designee.

30 (8) The Chancellor of the California Community College system  
31 or his or her designee.

32 (9) The Chairperson of the California Commission on Teacher  
33 Credentialing or his or her designee.

34 (10) The Director of the Department of Social Services or his  
35 or her designee.

36 (11) The Governor shall appoint ~~one representative from each~~  
37 ~~of the following communities, and the Speaker of the Assembly~~  
38 ~~and President pro Tempore of the Senate shall collaborate in~~  
39 ~~appointing one representative from each of the following~~  
40 ~~communities:~~

1 ~~(A) Early care and education.~~

2 ~~(B) The K-12 public school system.~~

3 ~~(C) English language learners.~~

4 ~~(D) Parents.~~ *four representatives from the early care and*  
5 *education community including (A) at least one appointee who is*  
6 *a preschool teacher and is employed by a private licensed child*  
7 *care provider, and (B) at least one appointee who is a program*  
8 *administrator of a preschool funded by the department and is*  
9 *employed by a local educational agency.*

10 *(12) The Speaker of the Assembly shall appoint an early care*  
11 *and education teacher who is employed by a local educational*  
12 *agency.*

13 *(13) The Senate Committee on Rules shall appoint a preschool*  
14 *program administrator who is employed by a private agency*  
15 *operating a child development program funded by the department.*

16 *(14) The Speaker of the Assembly and the Senate Committee on*  
17 *Rules shall each appoint one representative from each of the*  
18 *following communities:*

19 *(A) Public schools that provide instruction in kindergarten and*  
20 *grades 1 to 12, inclusive.*

21 *(B) Experts in the needs of English learners.*

22 *(C) Parents of children who are enrolled in early care and*  
23 *education programs funded by the state.*

24 *(b) The commission shall seek expertise from persons in the*  
25 *following areas: English language development; exceptional needs*  
26 *early care and education; English language development, including*  
27 *primary and secondary language acquisition; exceptional needs*  
28 *and disabilities; infant and toddler care; consumer education;*  
29 *parent and guardian engagement; workforce development;*  
30 *facilities development; technical assistance; and local quality*  
31 *improvement systems.*

32 *(c) The commission shall meet no less frequently than each*  
33 *quarter of the fiscal year and at the call of the chairperson at a time*  
34 *and location convenient to the public, as the chairperson may deem*  
35 *appropriate. All meetings shall be open to the public in accordance*  
36 *with Article 9 (commencing with Section 11120) of Chapter 1 of*  
37 *Part 1 of Division 3 of Title 2 of the Government Code.*

38 *(d) The appointed members of the commission shall serve at*  
39 *the pleasure of their appointing authority.*

(e) The members of the commission shall be entitled to reimbursement for expenses and members appointed pursuant to paragraph (11) of subdivision (a) shall be entitled to a per diem of one hundred dollars (\$100) per day.

(f) *The commission may establish subcommittees and other methods for engaging stakeholders and the public in order to create opportunities for broad-based input and the exchange of viewpoints and ideas.*

8301. (a) The commission shall develop the policy and implementation plan for an Early Learning Quality Improvement System for the state and shall submit a report containing its recommendations for the creation of an Early Learning Quality Improvement System to the Legislature and the Governor by December 31, 2009. The report shall address, but need not be limited to, the following four elements of a quality improvement system:

(1) The development of a preschool quality rating system. The commission shall consider consumer awareness so that parents receive accurate information about the type of program in which their children are enrolled. The commission also shall consider, but need not be limited to, the following features of high quality preschool programs:

(A) Developmentally, linguistically, and culturally appropriate practices.

(B) Staff qualifications and professional development and education needs.

(C) Staff compensation and retention.

(D) Group size and ratios.

(E) Learning environment.

(F) ~~Regulatory compliance~~ *Statutory and regulatory compliance, including provisions of Title 5 and Title 22 of the California Code of Regulations relating to child care and development.*

(G) Articulation with systems of care for children from birth to five years of age, and with the K-12 public school system.

(H) The inclusion of children with exceptional needs *and children with disabilities.*

(I) English-language learner support.

(J) Family involvement.

(K) *Comprehensive health and development screenings using standard tools.*

1     (L) *Data collection and methods to support continuous quality*  
2 *improvement.*

3     (M) *Program management and leadership.*

4     (2) The development of a graduated funding model aligned with  
5 the quality rating system that provides the necessary resources for  
6 preschool programs to achieve higher quality levels, and that  
7 supports continuous program quality improvement.

8     (3) An assessment and analysis of the existing early care and  
9 education infrastructure including an identification of the strengths,  
10 gaps, and barriers to achieving higher quality early learning  
11 programs. This analysis shall identify strategies that support and  
12 build upon the existing *and future* diversity of the early care and  
13 education workforce, ~~that so that it~~ reflects the cultural and  
14 linguistic diversity of ~~California~~ *the children of California*, and  
15 ~~that ensures~~ *ensure* the existing workforce has the opportunity to  
16 ~~meet any and support to meet the~~ levels of education qualifications  
17 recommended by the commission, while also meeting the diverse  
18 needs of California's young children.

19     (4) The development of strategies for addressing children from  
20 birth to five years of age within the Early Learning Quality  
21 Improvement System.

22     (b) The commission shall conduct no less than four public  
23 hearings in different parts of the state to ensure that the commission  
24 obtains meaningful public input prior to submitting its report to  
25 the Governor and the Legislature.

26     8302. The State Department of Education shall provide staff  
27 support to the commission.

28     8303. No General Fund expenditures shall be required to fund  
29 the work of the commission. The commission shall be established  
30 only after the Superintendent applies to and obtains funds from  
31 the California Children and Families Commission or other sources.  
32 The Superintendent shall apply to the California Children and  
33 Families Commission for funding to cover commission costs,  
34 including, but not limited to, staff support, travel expenses, and  
35 per diem costs.

36     8304. The Early Learning Quality Improvement System may  
37 be phased in at the discretion of the Legislature as federal, state,  
38 or local public funds are made available.

1 SEC. 4. This act shall become operative only if Assembly Bill  
2 2759 of the 2008–09 Regular Session of the Legislature is enacted  
3 and becomes operative on or before January 1, 2009.

4 SEC. 5. This act shall be binding upon the University of  
5 California only to the extent that the Regents of the University of  
6 California, by resolution, make it binding.

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